Surbiton Neighbourhood Committee

2 September 2014

20mph Speed Limit - Surbiton Town Centre Objections to the Traffic Management Order

Report by Director of Place

**Purpose**

To enable a 20mph speed limit to be implemented in Surbiton Town Centre, Surbiton Hill Rd and roads in the area between Claremont Gardens to Balaclava Road as shown in Annex 1 to improve safety for all road users and especially for vulnerable users around school areas.

**Recommendation**

That the objections to the 20mph speed limit in Surbiton Town Centre, Surbiton Hill Road and roads in the area between Claremont Gardens to Balaclava Road as shown in Annex 1 be set aside and the traffic order be progressed, for the reasons given in Paragraph 16 of the report and in Annex 2 (Enclosure 2).

**Key Points**

A. An initial draft Traffic Management Order (TMO) to introduce 20 mph speed limits in the Surbiton Town Centre area, up to and including parts of Balaclava Road, and Surbiton Hill Road was advertised on 27 June 2014. The area is shown in Annex 1. Thirteen objections to the TMO were received by the closing date for receipt of objections of 15 August 2014 as listed in Annex 2 (Enclosure 2).

B. During the consultation period, requests were received to extend the limit to cover all of Surbiton Hill Road, and the accesses to Surbiton High School at the Assembly Rooms and on Surbiton Road, and to cover the length of Balaclava Road running alongside Victoria Recreation Ground.

C. The requests were investigated and it was agreed that the consultation should be extended to include these areas and, on 14th (Balaclava Road and Surbiton Hill Road) and 15th (Surbiton Road) July, those within the additional area were written to as part of a further four week consultation, finishing on 15th August 2014. These areas are also shown in Annex 1.

D. Any objections to the proposed extension of proposed 20mph in Surbiton Road, which lies within the Kingston Town Neighbourhood, will be considered at the September Kingston Neighbourhood Committee meeting.

E. Thirteen objections to the TMO were received by the closing date for receipt of objections of 15 August 2014. Thirty four responses in support of the TMO were received by the closing date of 15 August.
Context

1. The introduction of 20 mph speed limits remains an important and effective measure for reducing road casualties, enhancing safety for walking and cycling in roads where people work, live and shop, and encouraging these more sustainable travel modes. It is the Council’s policy to introduce 20mph speed limits generally outside schools, in town centres and/or residential areas and where it is considered it will improve road safety, whilst not being detrimental to the overall flow of traffic. Some residents of the St James’ Road area and schools on Surbiton Hill Road and Avenue Elmers raised concerns about traffic speeds and the accident risk that speeds could present to children and other pedestrians and requested that a 20mph speed limit be implemente. Furthermore, Surbiton High and Hollyfield Schools have made direct requests to the Council for 20mph limits to be introduced and, as a result a proposal was added to our Local Implementation Plan (LIP) for the 2014/15 year.

2. The initial proposed area is shown in Annex 1 and included the section of Surbiton Hill Rd outside Hollyfield School, the St James’ Road area and Surbiton Town Centre area from Victoria Rd to Brighton Rd. It was found beneficial to start the speed limit from St Mark’s Hill junction with Surbiton Hill Road to reduce traffic speed before turning into Avenue Elmers where there is a primary school and before approaching Surbiton Town Centre and train stations, which have high levels of pedestrian and cycle movement and growing cycle parking demand.

3. Existing speed survey data was reviewed and, where necessary, further surveys were carried out. The data showed average speeds to be below 24mph in almost all roads within the area. This is the speed set out by the Department for Transport (DfT) and Police as indicating a road is suitable for a 20mph limit without any physical measures.

4. However, results in Surbiton Hill Road showed mean traffic speeds slightly over 24mph (see Table 1, on the next page), which does not meet the recommended criteria to implement a 20 mph speed limit. Nevertheless, given the concerns raised by the school and the Council’s policy, Surbiton Hill Road was included in the final consultation area.

5. Similarly, St Mark’s Hill and Claremont Road showed mean speeds over 24mph, but it was decided to include these in the proposal as they meet the Council’s aim of providing 20mph limits in town centre areas as a means of encouraging reduced speeds and more use of sustainable modes.

6. In both cases, we recommend that speeds be monitored, and that an update is provided to the Committee on the effect of introducing a 20mph speed limit on these roads in the Summer/Autumn 2015 period.

7. When the consultation letter was sent out, comments were received from residents of Balaclava Road requesting that the proposal be extended to include the pedestrian entrances to the Victoria Recreation Ground. The request was considered and agreed as it would improve safety conditions for children and other pedestrians using the popular facility. The proposed 20mph speed limit was then extended to take in all pedestrian entrances to the Recreation ground on Balaclava Road, stopping just before the roundabout at Chadwick Place, as shown on Annex 1. Residents of Balaclava Road were further consulted on 14 July 2014, on the proposed 20mph speed limit extension.
8. Other comments were received from Surbiton High School, concerning its sites at Surbiton Hill Road junction with Surbiton Road and Surbiton Crescent junction with Surbiton Road, requesting that the proposed 20mph speed limit be extended to cover these areas to improve safety of their pupils and provide a 20mph limit at all their sites. We have considered these requests, and agree that proposed 20mph area should be extended, to encourage consistent low speeds through the area of school accesses, and to meet the Council’s stated policy of introducing 20mph limits at schools across the Borough. Lower speed limits also help to encourage walking and cycling, and create a better environment for these vulnerable road users. Affected residents on Surbiton Hill Road and Surbiton Road section till junction with Surbiton Crescent were further consulted on 15 July 2014, on the proposed 20mph speed limit extension scheme as shown on Annex 1 (Enclosure 1).

Table 1

<table>
<thead>
<tr>
<th>Road Name</th>
<th>Mean Speed</th>
<th>Date speed survey done</th>
<th>Reported Accidents</th>
</tr>
</thead>
<tbody>
<tr>
<td>St Mark’s Hill</td>
<td>26.9-27.8</td>
<td>Jun 2014</td>
<td>2 serious, 1 slight</td>
</tr>
<tr>
<td>Claremont Road</td>
<td>25.1-26.1</td>
<td>Jun 2014</td>
<td>1 serious, 8 slight</td>
</tr>
<tr>
<td>Surbiton Hill Rd</td>
<td>25.6-25.2</td>
<td>Jan-Dec 2013</td>
<td>4 slight accidents</td>
</tr>
<tr>
<td>Surbiton Road (junction with Surbiton Crescent)</td>
<td>24-23.4</td>
<td>Mar 2009</td>
<td>1 serious, 5 slight</td>
</tr>
<tr>
<td>Balaclava Road</td>
<td>23.3-23.3</td>
<td>Jun 2014</td>
<td>1 slight</td>
</tr>
<tr>
<td>Adelaide Road</td>
<td>22.4-23.6</td>
<td>Mar 2010</td>
<td>None</td>
</tr>
<tr>
<td>Brighton Road</td>
<td>20.4</td>
<td>Jan-Dec 2013</td>
<td>19 slight accident</td>
</tr>
<tr>
<td>Avenue Elmers</td>
<td>18.8-21.9</td>
<td>Mar 2010</td>
<td>None</td>
</tr>
</tbody>
</table>

Consultations

9. The draft TMO was published on 27 June 2014 with a closing date for comments of 18th July 2014. Notices were placed in the streets affected and letters and plans showing the proposed TMO extents were also delivered to all residents, business owners and schools within the proposed area.

10. When the proposed area was extended, further separate letters were delivered to those within the additional areas, who were given four weeks to respond, to reflect the fact that consultation was extending into the Summer Holiday period. A total of 47 responses were received, 13 objecting to the proposals, and 34 in support.

Objections received:

11. Thirteen objections were received. From those who specified their addresses, objections were received from resident/business owner of St Mark’s Hill (1), St Andrew’s Road (1), Brighton Road (1), Church Hill (1), Hill Crescent (1), Adelaide Rd(1), Avenue Elmers (1), Claremont Rd (1), Ardmay Gardens (1), Kings Drive (1) and Alexandra Drive (1). An objector who did not specify own address, objected on introducing 20mph speed limit in Surbiton Hill.

12. The objections are summarised in Annex 2 (Enclosure 2), along with Officer’s responses.
Support received:

13. Thirty four TMO support were received in favour of the draft TMO. It should be noted that it is extremely rare to receive TMO support on similar schemes. From those who specified their addresses, TMO support were received from residents/business owner of Claremont Rd (2), St Mark’s Hill (1), Claremont Gardens (1), Dolphine Close (1), Brighton Rd (1), Avenue Elmers (10), Balaclava Rd (2), St James Rd (2), Portsmouth Rd (1), Surbiton Hill Rd (1), Chadwick Place (1), Douglas Rd (1), Surbiton High school (1), and Kingston Cycling Campaign (1). Those who did not specify their addresses 4 supported the scheme in Avenue Elmers in particular and 4 supported the scheme in both of Avenue Elmers and Surbiton Hill in particular.

Comments in support of the scheme are set out in Annex 3 (Enclosure 3).

Views of the Emergency Services

14. The Metropolitan Police, Fire Brigade and Ambulance Service were consulted on the scheme. The Metropolitan Police objected to introducing a 20mph speed limit in Surbiton Hill Road, St Marks Hill, Claremont Road, and Avenue Elmers. Their comments in brief are that as the mean speed on these roads are currently over 24mph the proposed 20mph speed limit will not achieve the desired 20mph mean speed and that will create an enforcement problem where one does not currently exist and places an unrealistic expectation of enforcement upon the Police.

"While The Metropolitan Police Service is committed to making the roads even safer and reducing the numbers of people killed and seriously injured. Speed enforcement is expensive; it is both time and resource intensive and competes with other important policing issues of equal public concern.

Enforcement is mainly reactive and should not be seen as a preventative measure to achieve vehicle speeds. This will be achieved by public support and compliance by the majority.

The DfT’s circular 01/2013 states that to achieve compliance there should be no expectation on the police to provide additional enforcement beyond routine activity unless agreed. Pre-planned targeted enforcement of 20mph speed limits will be intelligence led. It will only be carried out in exceptional circumstances; where the speed limit is legally and clearly signed, looks and feels like a 20 mph limit and there is a collision problem and/or a particular risk to vulnerable road users and evidence of persistent high harm speeding motorists.

The advice from the DfT is clear, that 20 mph Limits and Zones should be made to be self enforcing. If it doesn't look like or feel like a 20mph limit then there will be large scale offending and routine prosecution will be seen as inappropriate and unfair. It is for local authorities to appropriately sign and if necessary engineer a limit, leaving the police to target the persistent and deliberate offender, together achieving the very highest level of compliance and safety for road users.”

15. The Metropolitan Police objection is noted, and the speed should be monitored for a period of a year to review the effect of the proposed speed limit, with the results reported back to this Committee for their consideration.
Conclusions

16. Although some objections have been received, we have had an unusually high number of comments in support of the scheme. The proposed scheme as shown on Annex 1 would reduce mean speed, potential accident risk and encourage sustainable travel modes at schools areas and where people live, work and shop and is in line with Council policy. It is recommended that the scheme be implemented for these reasons.

17. Speeds to be monitored, and that an update is provided to the Committee on the effect of introducing a 20mph speed limit on these roads in the Summer/Autumn 2015 period.

Timescale

18. If the Committee sets aside the objections, works to implement the scheme will be carried out in early 2015.

Resource Implications

19. The scheme will cost an estimated £6000 and is funded by TfL (Transport for London), from whom the Council has secured funding allocated for 20mph schemes in the borough.

Risk Assessment

20. The introduction of 20 mph speed limits will promote the message of road safety in these residential roads and help reduce the risk of road traffic accidents. The scheme does not involve any additional physical speed reducing features and should reduce the risk and severity of accidents to the benefit of the whole community.

Background papers: held by the author of the report, Nancy Mikhael, Project Engineer Neighbourhood Engineering –
    tel. 020 8547 5920, e-mail: nancy.mikhael@kingston.gov.uk
    • Draft Traffic Management Order
    • Letters to residents regarding draft TMO and Public Notice dated 27 June, 14 July and 15 July 2014
    • emails/letters of objection.
    • emails/letters of support.

List of reports/documents
None.